

Message Text

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C O N F I D E N T I A L STATE 303629

E.O. 11652: GDS

TAGS:MPOL, NATO

SUBJECT:LONG-TERM DEFENSE PROGRAM

1. THIS MESSAGE OUTLINES A PLAN FOR HANDLING OF TASK FORCE
REPORTS AND PRODUCING RIGHT KIND OF LTDP REPORT IN
TIME FOR THE SPRING SUMMIT MEETING.

2. THE SUMMIT IS NOW FIRM FOR END-MAY, AND THE SPRING DPC
MINISTERIAL 18-19 MAY. THIS MEANS THAT THE DPC PERMREPS
WILL NEED TO CLEAR PAPERS FOR MINISTERS BY 12 MAY AT
LATEST. THUS, THE EWG WOULD HAVE TO CLEAR ITS DRAFT REPORT
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 303629

A WEEK EARLIER. IN EFFECT, THE EWG WILL HAVE ABOUT TWO
MONTHS TO PUT TOGETHER THE INITIAL VERSION OF THE NATO
LONG-TERM DEFENSE PROGRAM.

3. WE UNDERSTAND THAT THE IMS IS PROPOSING THAT MC NOT
INITIALLY DEAL WITH POLITICAL OR ECONOMIC ASPECTS OF TASK
FORCE FINAL RECOMMENDATIONS, OR WITH COUNTRY POSITIONS ON

RECOMMENDATIONS RELATING TO THAT COUNTRY. THIS WOULD LEAVE THE MILITARY COMMITTEE COMMENTING ONLY ON THE MILITARY ASPECTS OF TASK FORCE REPORTS, WHICH WOULD BE PREFERABLE.

4. THE EWG WOULD THUS EMERGE AS THE FORUM WHERE POLITICAL AND FINANCIAL ASPECTS, AS WELL AS NATIONAL VIEWS, WOULD BE

INITIALLY AIRED. THIS WOULD BE AS EXPECTED. BUT THE QUESTION ARISES OF JUST HOW THE EWG WOULD APPROACH THE TASK. IF IT MODELS ON DRC HANDLING OF FORCE PROPOSALS/GOALS, THERE WOULD BE A SEPARATE SESSION FOR EACH COUNTRY IN WHICH THE COUNTRY WOULD INDICATE WHAT RECOMMENDATIONS IT WAS NOT PREPARED TO ACCEPT AND ITS PARTNERS WOULD PRESS IT TO DO MORE. WE DO NOT FAVOR THIS BECAUSE IT WOULD TAKE THE FOCUS OFF OF COLLECTIVE ACTION AND PERMIT TOO MANY NATIONAL EVASIONS IN DETAIL.

5. INSTEAD, WE FAVOR EWG TAKING UP ONE TASK FORCE REPORT AT A TIME, CONSIDERING ALL NATIONAL VIEWS ON RECOMMENDATIONS OF THE REPORT. THIS METHOD ALSO WOULD FACILITATE PRESENCE OF THE APPROPRIATE TASK FORCE DIRECTOR WHEN HIS MUSIC IS BEING PLAYED.

6. WITH REGARD TO HANDLING OF THE SUBSTANCE OF THE TASK FORCE REPORTS IN MARCH, WE SEE CONSIDERABLE MERIT IN AN EWG PROCEDURE WHICH SORTS OUT TASK FORCE PROPOSALS INTO CONFIDENTIAL

CONFIDENTIAL

PAGE 03 STATE 303629

THREE CATEGORIES: (A) THOSE KEY PROGRAMS WHICH NATIONS CAN SUPPORT FOR MINISTERIAL APPROVAL; (B) THOSE WHICH REQUIRE FURTHER WORK OR CANNOT BE ACCOMMODATED IN THE INITIAL VERSION OF THE LONG-TERM DEFENSE PROGRAM, BUT ARE OF SUCH IMPORTANCE AS TO WARRANT LATER CONSIDERATION FOR INCLUSION IN A SUBSEQUENT ROLL-FORWARD OF THE PROGRAM; AND (C) THOSE OF A POLICY, PROCEDURAL OR ORGANIZATIONAL NATURE. OUR OBJECTIVE IN SUGGESTING THIS APPROACH IS TO SIMPLIFY THE MINISTERIAL REVIEW TASK ON 18-19 MAY BY ENABLING MINISTERS TO FOCUS MOSTLY ON THE KEY ITEMS IN CATEGORY A. WE BELIEVE THAT DPC IN PERMANENT SESSION COULD APPROVE MANY ITEMS IN THE SECOND OR THIRD CATEGORIES OR AGREE TO RETAIN THEM IN THE TASK FORCE WORK PROGRAM FOR SUBSEQUENT DECISION. OF COURSE, MINISTERS WOULD BE INVITED TO NOTE THE DPC PERMREP DECISIONS ON THESE MATTERS, AS THEY MAY AFFECT FUTURE PROGRAMS. THE SECOND CATEGORY MIGHT ALSO INCLUDE ANY TRADE-OFF PROPOSALS EITHER WITHIN OR AMONG TASK FORCES THAT REQUIRE EXTENDED CONSIDERATION AND ARE NOT ACCEPTED OR REJECTED DURING CONSIDERATION OF ACTION RECOMMENDATIONS TO BE SENT FORWARD FOR MINISTERIAL APPROVAL. WITH REGARD TO MATTERS DEALING WITH ORGANIZATIONAL OR PROCEDURAL CHANGE, WE THINK

MINISTERS THEMSELVES SHOULD ACT ON THE RECOMMENDATIONS TO ESTABLISH THE LONG-TERM DEFENSE PROGRAM, TO APPROVE ITS INITIAL CONTENT, AND TO AGREE THAT IT SHOULD HAVE AN ANNUAL ROLL-FORWARD (PREFERABLY EACH SPRING). OTHER RECOMMENDATIONS ON ORGANIZATIONAL OR PROCEDURAL CHANGE COULD BE HANDLED BY THE DPC IN PERMANENT SESSION, WITH MINISTERS ONLY INVITED TO NOTE PERMREP ACTION EXCEPT FOR POSSIBLY A FEW CONTROVERSIAL MATTERS. IF MUMFORD SEES

MERIT IN THIS APPROACH, WHICH WE UNDERSTAND HE DOES, PLEASE SUGGEST TO HIM THAT EWG OR ITS CHAIRMAN ISSUE SOONEST A DIRECTIVE TO TFS TO FRAME THEIR RECOMMENDATIONS IN ABOVE KEY CATEGORIES.

CONFIDENTIAL

CONFIDENTIAL

PAGE 04 STATE 303629

7. BEFORE EWG TAKES UP THE INDIVIDUAL TASK FORCE REPORTS, WE SEE IT AS DESIRABLE FOR THE EWG TO LOOK AT THE REPORTS AS A WHOLE, IF EVEN BRIEFLY, TO GET A FEELING OF THE OVERALL DEMAND ON RESOURCES OR STAFF EFFORT, AND TO LOOK AT THE PRIORITIES QUESTION. SOME TF REPORTS, OR AT LEAST PARTS OF THEM, WILL ALMOST SURELY HAVE TO BE REMANDED FOR FURTHER FLESHING OUT. MOREOVER, PROSPECTIVE TRADE-OFFS SHOULD AT LEAST BE IDENTIFIED, OR SOME MEASURES PUSHED OFF INTO MID OR LONG-TERM CATEGORIES BECAUSE THEY ARE TOO EXPENSIVE OR CONTROVERSIAL FOR CURRENT ACTION. PERHAPS MARCH COULD BE DEVOTED TO THIS OVERALL LOOK. APRIL COULD BE DEVOTED TO REVIEW OF INDIVIDUAL REPORTS AND CLEARANCE OF THE DRAFT REPORT TO MINISTERS FORWARDING THE NINE PROGRAMS FOR THEIR APPROVAL.

8. WHILE WE CAN RAISE ANY SPECIFIC PROBLEM ARISING IN THE EWG REVIEW TO PERMREPS LEVEL, OR IF NECESSARY, TO MINISTERS AND EVEN IN EXTREMIS TO THE SUMMIT, WE WOULD EXPECT THE JOB OF PRODUCING THE PROPOSED INITIAL PROGRAMS TO BE VIRTUALLY COMPLETED IN THE EWG. HOWEVER, EWG SHOULD FOOTNOTE NATIONAL RESERVATIONS RATHER THAN ALLOW DISSENTING NATIONS TO DILUTE EWG REPORT.

9. TWO OTHER QUESTIONS NEED TO BE CONSIDERED: WHAT APPROACH TO TAKE ON FUTURE HANDLING OF THE LONG-TERM PROGRAMS ONCE ESTABLISHED, AND HOW TO DEAL WITH THE PROBLEM OF RELATED ORGANIZATIONAL OR PROCEDURAL CHANGE. POSSIBLY THE EWG COULD INVITE THE IS TO PREPARE A PROPOSAL ON FOLLOW-THROUGH FOR FIRST CONSIDERATION IN APRIL, AND FINAL CONSIDERATION AS PART OF THE EWG REPORT. WHILE THE PROBLEM OF LARGER ORGANIZATIONAL CHANGE BEYOND TF PURVIEW PROBABLY CANNOT BE TAKEN UP OFFICIALLY UNTIL THE TASK FORCE REPORTS ARE IN, EVEN THOUGH MINISTERS

CONFIDENTIAL

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PAGE 05 STATE 303629

ENDORSED US PROPOSAL TO DPC TO CHARGE EWG WITH THIS, WE
WOULD ENVISAGE A SEPARATE WORKING GROUP OF EWG TAKING
THIS UP NEXT MARCH.

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